

Utah State Office of Education 250 East 500 South P.O. Box 144200 Salt Lake City, UT 84114-4200

# Annual Report of the State Superintendent of Public Instruction

FY 2003-04

250 East 500 South P.O. Box 144200 Salt Lake City, UT 84114–4200

Patti Harrington, Ed.D. State Superintendent of Public Instruction



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		<u> </u>		

\*Board of Regents Appointments

1/2005

### SUPERINTENDENT'S MESSAGE

## Dear Parents, Students, Educators, and Taxpayers of Utah:

Utah has the most efficient and one of the most effective public education systems in the United States. Paradoxically, Utah spends the lowest amount per student in the nation, yet pays a high percentage of every tax dollar into public education. This paradox is explained by the large number of children per family in the state, which of course provides both a challenge and a blessing to our state.

Utah's public schools help our children to learn and thrive and are comprehensive in services and activities. Recent state legislation and actions of the Utah State Board of Education have ensured greater rigor in our classrooms and a laser-like focus on key standards of reading, writing, math, and science. The State Board continues to emphasize the value of fine arts, world languages, physical activities and education, civic and character education, social studies, service learning, and career and technical education.

This report contains statistical data necessary to meet the statutory directive in Utah Code (53A–1–301). These data provide a rich source of information about the condition of Utah's public schools. This report also provides vital information about the success of Utah's students and the



state's focus on core academics, competency-based education, and progress-based assessments.

The report provides early evidence of outstanding work by students, parents, teachers, principals, and district and state leaders. While the progress is upward, there is still much to be done as we work to close the achievement gap among students, provide equitable learning opportunities to all, build an active and informed citizenry for our future, and ensure a rigorous and seamless system of learning from preschool through university studies. If you wish to understand in greater detail any of the items in this report, I encourage you to visit the USOE website or call the phone number noted at the bottom of the page.

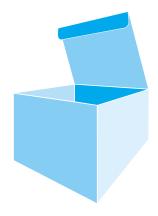
It is my great pleasure to serve the students of Utah and to stimulate the work of education in our state. Nothing is more vital to our well-being, democracy, and economy than wonderfully educated youth. We anxiously reach out to parents to assist in that endeavor.

Sincerely,

### Patti Harrington

Patti Harrington, Ed.D. State Superintendent of Public Instruction

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## KEY PRINCIPLES



In September 2004, the Utah State Office of Education (USOE) adopted a **mission statement** that brings a laser-like focus to student achievement:

Facilitate high levels of student achievement and educator quality to assist districts and schools in their drive toward excellence, through statewide leadership, service, and accountability.

In addition, a full **strategic plan** has been drafted and is being finalized through June 2005, with many Utah voices included in its composition. The key principles that support the strategic plan are:

- 1. World-class learning leading to:
  - ▶ Productive employment or post-high school education
  - ► Knowledge and skills for appropriate decision making, reasoning, and active team participation
- 2. Personalized instruction
- 3. Ready data access, analysis, and application
- 4. Quality teachers in every classroom
- 5. Local capacity, sustainability, and empowerment
- 6. Technology use to enhance and improve
- 7. Research-based practices
- 8. Choice and accountability
- 9. Partnerships and parent involvement

# LEADERSHIP

'It is very important to grasp that... leadership is not just about humility and modesty. It is equally about ferocious resolve, an almost stoic determination to do whatever needs to be done to make the company [organization or school] great."

Jim Collins, *Good To Great*, Harper Collins, New York, 2001. The Utah State Board of Education, Governor's Office, Utah State Legislature, and Utah's System of Higher Education have worked in concert on several methods by which to increase student achievement and provide excellent learning opportunities for Utah's children and adults. As they relate to K-12 learning,

Senate Bill 154—Public Education Amendments (2003), Senate Bill 230—Reading Achievement Program (2004), and Senate Bill 185—Public Education Amendments (2004)

have given shape to the State Board of Education's initiative, Performance Plus. Performance Plus is the Board's comprehensive plan for increasing student achievement through standards-based instruction (also called competency-based instruction)—a plan that focuses on core academics and measures students' abilities through progress-based assessment.

#### PERFORMANCE PLUS has created a laser-like focus on student achievement.

Utah's educational results are outstanding and the envy of many in the United States, especially as compared to the dollar spent per child for public education. Our public, parents, educators, and state leaders can be pleased with the excellence of Utah's classrooms, as our schools are engines of industry and achievement.

The desire for all students to be better prepared for higher education and work opportunities resulted in the adoption of Performance Plus. Performance Plus was launched in Utah's schools in fall 2004, with the first phase, Kindergarten Through Third Grade Reading Achievement Program, supported by Senate Bill 230 (2004). The K–3 Reading Program requires districts to submit a plan to reach the state's goal of having third graders reading at or above grade level. The district reading proficiency plans incorporate the following components:

- 1. Assessment
- 2. Intervention strategies
- 3. Professional development
- 4. Reading performance standards
- 5. Specific, measurable goals that are based upon gain scores

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Districts establish the use of ongoing assessments to screen, diagnose, and monitor progress leading to proficiency. Annually, for three consecutive years, districts will report revenue and expenditures in addition to measurable performance goals for all students with reading proficiency. If goals are not met the plan must be revised, or funding terminated.

District plans demonstrate thoughtful integration of comprehensive reading reform. District literacy coaches, ongoing assessments, full-day kindergarten, extended literacy time, interventions, and professional development are examples of numerous outstanding plans integrated in grades K-3 in every school.

It is the intention of the Utah State Board of Education to expand Performance Plus as legislative funding is allocated. Each phase will include:

- Communication systems for parents, teachers, and students regarding preparation information prior to each test administration.
- 2. Use of ongoing assessments and data to target instruction.
- 3. Remediation and intervention strategies that have a proven track record and that

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- emphasize specific, personalized solutions to learning problems.
- 4. Monitoring the progress of individual students, with emphasis on closing the achievement gap.

Performance Plus is a work in progress intended to provide competency-measured education where all students succeed.

#### EXPANDED STUDENT CHOICE meets individual needs.

#### ■ Electronic High School serves thousands of Utah's students.

The Electronic High School (EHS) has been in operation since 1994 and provides a wide variety of courses for students in Utah and throughout the world. It is fully accredited by the Northwest Association of Accredited Schools. Courses for the Electronic High School have been developed by master teachers and are correlated to the Utah State Core with a flexible, open-entry/open-exit competency-based curriculum.

EHS is now the largest such high school in the United States, with more than 22,000 students enrolled. It serves five major groups of students:

- ► Students needing to make up credit
- ► Students who wish to take a class not available at their local school
- ► Students who wish to earn additional credits to accelerate graduation
- Students who have dropped out of school and whose class has already graduated
- ► Home-schooled students

EHS courses are free to Utah students. Students who live outside of Utah are charged \$100 per semester per course. Some courses require a textbook or other course materials, which the student must acquire.

Beginning in January 2005, EHS will be able to grant high school diplomas to a restricted group of students: those who are home-schooled exclusively, those who have dropped out of high school and whose class has graduated, and district referrals.

## ■ Charter Schools give parents a unique public school choice.

Charter schools are public schools open to all students. They operate on public funds, without tuition. The goal of charter schools is to provide options for students and parents. Utah charter schools serve students with a wide range of abilities and from a variety of cultural and ethnic backgrounds. As a group, Utah charter schools utilize diverse instructional approaches, and each has a unique academic environment.

There are currently 29 charter schools operating in Utah, with ten more approved to open in the fall of 2005.
Charter school enrollments continue to increase with the addition of new charter schools, bringing the 2004–05 enrollment to 6,237 students.

#### ■ A new Charter School Board oversees charter school quality.

The 2004 Legislative Session created the State Charter School Board, consisting of seven members appointed by the governor. The State Charter School Board has the power to:

- ▶ Authorize and promote the establishment of charter schools.
- ► Annually review and evaluate the performance of charter schools authorized by the State Charter School Board, and hold the schools accountable for their performance.
- ► Monitor charter schools authorized by the State Charter School Board for compliance with federal and state laws, rules, and regulations.
- ▶ Provide technical support to charter schools and persons seeking to establish charter schools.

Additional information concerning Utah's charter schools can be found at www.usoe.k12.ut.us/charterschools.

#### Advanced Placement participation and success in Utah exceeds that of most states in the nation.

Accelerated, in-depth curriculum and increased rigor typify Advanced Placement (AP) classes. AP classes are offered in most high schools throughout the state and can generate college credit. This past year there was an increase in the total number of exams taken by Utah high school students—from 20,972 in 2003 to 21,937 in 2004. The percentage of Utah students passing AP exams is 68.1 percent, compared to the national passing rate of 59.7 percent. Utah has more students taking AP classes than most states, and a far greater success ratio than is seen nationally.

#### **Utah and National Advanced Placement Performance**

AP 2003	# Tests Taken	# Tests Passed	% Tests Passed	# Test Takers
Utah	20,972	14,065	67.10%	12,745
Nation	1,408,112	841,659	59.80%	828,487
AP 2004	# Tests Taken	# Tests Passed	% Tests Passed	# Test Takers
Utah	21,937	14,947	68.10%	13,338
Nation	1,557,95	929,814	59.70%	912,733

### Concurrent enrollment and distance learning generate college credit.

Concurrent enrollment allows high school students to move more rapidly through school by enrolling in college courses prior to high school graduation. Credit for both high school and college is generated in concurrent enrollment classes. Student participation has grown from 11,725 students in 1996 to 23,384 in 2004. Students earned 153,727 university semester hours in 2003-04. The concurrent enrollment program allows accelerated students to earn an associate's degree on the evening they are awarded their high school diploma, as well as qualifying them for the 21st Century Scholarship, which pays 75 percent of the remaining college tuition. This is a great opportunity for students who are academically and emotionally prepared to excel and take greater advantage of their high school experience.

#### **Concurrent Enrollment Summary**

Year	Number of Students Participating	Credit Hours*
1995-96	11,725	117,438 qtr. hours
1996-97	13,691	157,928 qtr. hours
1997-98	18,033	167,170 qtr. hours
1998-99	19,744	127,693.5 sem. hours**
1999-2000	20,506	126,986 sem. hours
2000-01	19,822	125,746.5 sem. hours
2001-02	20,663	133,746.5 sem. hours
2002-03	21,875	146,916.5 sem. hours
2003-04	23,384	153,727.5 sem. hours***

- \* Hours earned generate funds in the following year.
- \*\* Cache District adjustment
- \*\*\* Total reflects number of semester hours funded. Credits over 30 taken out.

#### CIVICS, CHARACTER EDUCATION, and ACADEMIC SERVICE LEARNING bring wisdom to learning.

Academic learning is enriched and finds its best use as children develop character, learn to participate in their communities, and become part of a functional, informed citizenry. The U.S. and Utah constitutions support robust civic dialogue and provide high expectations for character, service, and contribubution. These are directly taught in Utah's classrooms, as it is vital that our youth prize the ideals of freedom and democracy, and become highly able to meaningfully participate in democracy's functions.



# SERVICE E

"There is a higher standard of leadership, in which integrity based on a single standard of conduct is central, a spirit of service is imperative, and decisions and actions are bound by moral principles."

Keshavan Nair, A Higher Standard of Leadership: Lessons from the Life of Gandhi, Berrett-Koehler, San Francisco, 1994.

#### ▶ PROVEN STRATEGIES utilize taxpayer dollars wisely.

The largest share of the public education dollar supports general instruction in traditional classrooms. It is vital that schools provide outstanding primary instruction in those classrooms where we have our "best first strike" efforts at work. With that in mind, the Utah State Office of Education regularly screens programs, practices, and textbooks to ensure that they tightly match Utah's Core Curriculum and that they have a proven track record of increasing student achievement. The Instructional Materials Commission reviews thousands of materials each year, recommending those titles that will advance student learning in Utah and reflect the important values of our communities.

With forty school districts and dozens of charter schools, learning from one another is vital. In district leadership team meetings, educators are regularly convened over matters of accountability, standards-based instruction, and progress-based assessment. In such meetings, best practices are highlighted and results shared. And, while many educators are provided with help from the USOE, most critical is the attention given to teachers and principals. National research indicates that, of all the factors that positively influence student achievement which are "controlled" by public education, teacher quality is number one and principal quality is number two. This research is riveting the attention of educational leaders throughout the state.

## ► CORE ACADEMIES train teachers using proven methods and materials.

#### ■ Elementary Core Academy focuses on key standards of learning.

The Elementary Core Academy provides kindergarten through sixth grade teachers with professional development to improve instruction, achievement, and learning for Utah students. This professional development program focuses on the Utah Core Curriculum and emphasizes meaningful classroom practices for quality instruction and assessment.

Over 3,000 elementary teachers participated in the Elementary Core Academy during each of the past two years. This year's cohort of teachers is engaged in follow-up activities during the school year within the districts. The 2005

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Elementary Core Academy will be held in sixteen locations throughout the state, and will provide professional development for over 4,000 elementary teachers. The Utah Office of Education, in partnership with every school district and Utah State University, sponsors the Elementary Core Academy.

#### Principals' Literacy Institute ensures that leaders evaluate for great teaching.

The Principals' Literacy Institute is a leadership academy for elementary school principals throughout Utah. The goal of the institute is to provide leadership training in literacy. During the yearlong institute, elementary and middle school principals meet with national and state literacy leaders to discuss and hear about researchbased literacy assessments and instructional procedures and materials, as well as visit grade level sites to view the implementation of research-based practices. Principals are provided with a small professional literacy library to support their learning. At the end of the year, principals receive resources for providing

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literacy materials to support research-based instruction within their schools. The Utah State Office of Education, in partnership with school districts, sponsors the Principals' Literacy Institute.

## OUTSTANDING LEADERSHIP must create vision in all schools.

Providing a quality education for all students is a shared responsibility that links students, parents, teachers, administrators, and policymakers. Everyone who has a stake in education needs to be actively involved in ensuring accountability for educational excellence.

All good schools have one thing in common—good teachers. Top-quality teaching fosters high student achievement. High achievers can harness their talents and energies to become successful, contributing citizens. With student enrollments reaching approximately 155,000 new students over the next ten years, there is a need for active involvement in recruiting, supporting, and retaining quality educators for Utah's students. The USOE is actively working with legislators, educators, parents, students, and higher education in addressing ways to ensure a quality teaching force for our schools.

If we don't step up to the challenge of finding and supporting the best teachers, we'll undermine everything else we are trying to do to improve our schools. That's a conscious decision that would threaten our economic strength, political fabric, and stability as a nation. It's exactly that clear-cut.

Louis V. Gerstner, Jr., Chairman, The Teaching Commission; Former Chairman, IBM

It is recognized that good teaching does not take place in a vacuum. Developing a culture of performance in our schools—which requires, among other things, an orderly and disciplined learning environment, parental involvement, and a coherent academic program—is impossible without strong leadership from principals. It has often been said, "As the principal goes, so goes the school." It is crucial that USOE continue to work with higher education and school districts in ensuring the quality of training and preparation our administrators receive.

#### ▶ USOE'S MYRIAD SERVICES support learning across the state of Utah.

In addition to helping to maintain the urgent, laser-like focus on key standards of learning, the USOE provides myriad services to the districts and to local and state policymakers. These services include:

- ► Implementation of educational legislation enacted by the Utah State Legislature.
- ► Implementation of educational legislation enacted by the U.S. Congress.
- ► Leadership for a seamless Pre-K-16 state education system.
- ► Specific support for and communication with the Utah Legislature and executive branch on public education issues.
- ▶ Linkage with multiple and various agencies that serve the interests of children and their families (e.g., the Division of Workforce Services, Utah Schools for the Deaf and the Blind, the Division of Child and Family Services, the court system, etc.).
- ► Leadership in implementing and disseminating innovative best practices and programs.
- ► Technical assistance to districts and schools.
- ► Research and data analysis to inform instruction and measure performance.
- ► Management and coordination of statewide data collection, storage, and access.
- ► Continually updated academic content standards (Core standards).
- ► Timely assessment tied to the Core, elements of U-PASS, and Performance Plus evaluation of programs and practices.
- Professional development to increase teacher quality and student achievement.
- ► Licensure and re-licensure services.
- ▶ Program and instructional leadership, implementation, dissemination, and innovation.
- ► Communication and collaboration at all levels of education and from all areas of the state.
- ► Fiscal allocation and accountability for state and federal programs.
- ► Legal information and assistance.
- ► Grant acquisition and allocation.
- ► Specific services for small districts and schools.

- Procedures to ensure that districts are accountable for the implementation of state and federal legislation, State Board policies, and fiscal requirements.
- Accountability for the accurate reporting of student outcomes in districts, schools, and education service programs.

As a state agency, the USOE is directed by the Utah State Board of Education and also stands at the service of the Governor of Utah and the Utah State Legislature.





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## ACCOUNTABILITY

"Data and results can be a powerful force for generating an intrinsic desire to improve."

> Mike Schmoker, Results: The Key to Continuous School Improvement, ASCD, Alexandria, VA, 1999.

#### TEACHER AND PARENT ACCESS to student achievement data is vital.

The most important purpose of any accountability system is to provide data to teachers and parents about the performance of their students. Regular classroom assessment, conducted by the teacher in the classroom, provides the most helpful information. Great teachers use assessment to adjust their instruction and provide the individualized help or direction children may need to advance or remediate their learning. Vigilant parents utilize this information to assist in learning at home and to gauge the success and happiness of children at school.

The USOE is currently restructuring the way it provides and warehouses data so as to empower every educator and parent in the state. This restructuring will incorporate the USOE Data Warehouse and propel the information contained therein to every teacher's desk and to Internet access for every parent.

#### ► TIMELY CRITERION-REFERENCED TEST RESULTS allow parents and educators to make strategic instructional choices.

Technology advancements continue to accelerate the distribution of information to teachers and parents. The Utah State Office of Education provides to districts the opportunity to implement its Student Information System (SIS). The SIS program provides immediate information to parents. Parents may sign on with a protected password and view their child's schedule, attendance, and classroom performance data. SIS allows parents and teachers to communicate concerns about student achievement.

COGNOS is another technology tool, providing districts, schools, classrooms, and teachers with information on student testing and trends. COGNOS has the capability to provide information on state testing measures. Information is available at the district, school, and class level. The data may be disaggregated by district, school, class, and teacher, in areas of gender, ethnicity, ELL, disability, SES, even discipline behavior and health records. COGNOS is a remarkable tool providing a vast array of information.

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The Utah State Office of Education is working toward providing more timely information to parents and educators on U-PASS indicators. This information will provide parents and educators good data with which to address the learning needs of every child.

The UTAH PERFORMANCE ASSESSMENT SYSTEM for STUDENTS (U-PASS) holds the system accountable.

In 2000, the Utah State Legislature enacted the Utah Performance Assessment System for Students (U-PASS) as Utah's accountability plan. U-PASS calls for multiple lines of evidence in assessing and evaluating the effectiveness of programs in public and charter schools, and is stimulating student achievement across the state. U-PASS information may be used to recognize excellence and to identify the need for additional resources to assure educational opportunities for all students.

Beginning with the 2003–04 school year, Criterion-Referenced Test (CRT) results for English/language arts, mathematics and science, and the Direct Writing Assessments (DWA) are being used to identify subject areas, populations, and schools that need additional help. The results of the Utah Basic Skills Competency Test (UBSCT) will be added in 2006. This identification report will show the current status of proficiency and growth/improvement over the previous year. U-PASS will also report student performance based on information that is disaggregated with respect to race, ethnicity, gender, limited English proficiency, mobility, and students who qualify for free or reduced-price school lunch. Disaggregated reports will provide good information toward closing the achievement gap.

In February 2005, the baseline for the accountability plan will be finalized and approved by the Utah State Legislature, showing how each district is currently performing. As the plan is value-added in nature (meaning that growth is measured along with current status), the first year of full U-PASS accountability, including growth indicators, will be calculated following the 2005 CRTs.

The State Board of Education, through the State Superintendent of Public Instruction, shall develop a plan to analyze the results of the U-PASS at state, district, school, classroom, and student levels, and make recommendations to the Legislature to increase the effectiveness of schools in assisting students to master fundamental skills.

NO CHILD LEFT BEHIND'S PREMISE duplicates the rigorous nature of U-PASS.

No Child Left Behind is the federal plan for school accountability, and replicates some aspects of U-PASS while regulating several other Utah educational matters. With U-PASS and NCLB both in operation, it is highly likely that schools in Utah may have two indicators of quality, and those indicators may differ slightly or substantially. U-PASS is a value-added system, one deemed more fair and accurate in describing student, class, school, and district performance. With that in mind, the Utah State Board of Education and the Utah State Legislature are seeking to blend the two together, calling the combined system U-PASS, so that there is clarity and simplicity for easy understanding by students, parents, and educators. This action is pending discussion among various state and federal leaders.

In the meantime, NCLB continues to identify schools in need of improvement and regulate matters related to licensure. The identification part of NCLB is reported by

ACCOUNTABILITY

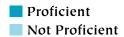
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determining a school's adequate yearly progress, or AYP. Annual AYP scores include student performance in language arts, math, and science in grades 3-8, as well as tenth grade CRT scores. Test participation is also a factor, as are other indicators such as attendance and dropout rates. Like U-PASS, scores are disaggregated according to ethnicity, poverty, special education, and English language learning. Under NCLB, schools must meet all of the criteria for the total student population and for each subgroup at each grade. Failure on any one of the dozens of criteria deems the school in need of improvement or failing adequate yearly progess.

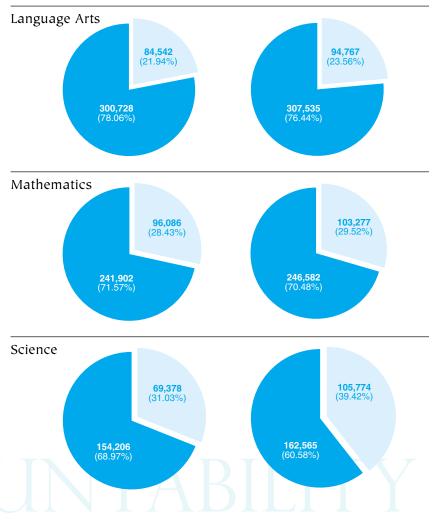
Utah is currently in full compliance with NCLB, yet is feeling stretched in its resources to meet the detailed requirements of the law. Utah will continue to embrace the spirit of NCLB, which is the same spirit that created U-PASS.

#### CRITERION-REFERENCED TESTS (CRTs) gauge endof-year performance.

The State of Utah has developed a strong K–12 core curriculum across all content areas with standards for students to master. Annually districts review student proficiencies and establish goals. Criterion-Referenced Tests (CRTs) are the basis for most annual goal setting and staff development, and are administered during a five-week window each spring. Students are tested in grades 1–11 in English/language arts, grades 1–12 in mathematics, and grades 4–12 in science. The CRT results play a central role in measuring progress in the Utah Performance Assessment System for Students (U-PASS), and are also used in association with the federal No Child Left Behind Act. The 2004 CRT results document 76 percent of all Utah students proficient in English/language arts, 70 percent of Utah students proficient in mathematics, and 61 percent of Utah students proficient in science.







## The UTAH BASIC SKILLS COMPETENCY TEST (UBSCT) prepares students for graduation.

The 1998 Utah State Legislature mandated that all students receiving a basic Utah high school diploma must pass the Utah Basic Skills Competency Test (UBSCT), beginning with the graduating class of 2006. Students will be given five opportunities to pass the test between the spring of their sophomore year and the spring of their senior year.

The first administration of the UBSCT was given in February of 2004. Following the first administration, 83 percent of Utah sophomores taking the UBSCT successfully passed the reading portion, 72 percent passed the writing portion, and 67 percent passed the mathematics portion.

For those students who were unsuccessful in the first administration, a second opportunity in October 2004 showed greater success. Of those who had formerly failed the UBSCT, 56 percent successfully passed the reading portion, 54 percent passed the writing portion, and 33 percent passed the mathematics portion. The current total passing percentages are 90 percent in reading, 75 percent in math, and 83 percent in writing.

#### NORM-REFERENCED TESTS provide nationally comparative data.

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The Utah State Legislature mandated that all students in grades 3, 5, 8, and 11 annually take a norm-referenced test. This allows the legislature, school officials, and parents to compare students in Utah to students across the nation. This legislation began in the late 1980s with students taking the Stanford Achievement Test (SAT), followed by the Stanford-9 (SAT-9), then by the present norm-referenced test—the Iowa Test of Basic Skills (ITBS). The first administration of the ITBS began in the fall of the 2004–05 school year. A norm-referenced test (NRT) is only valid for five years, after which it is re-normed, and a new version is drafted. Reasons for changing to the ITBS included changes in funding and the smaller amount of time required for testing in the elementary grades. There is no comparability between the SAT-9 and the ITBS.

